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AUTHOR Picus, Larry; Cohen, Carolyn
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ABSTRACT

In 4 stages, this paper, prepared by the Northwest Regional Educational Laboratory (NWREL), examines trends in secondary education: a review of 11 major studies from the 1970's; responses from 320 Northwest high school principals to survey questionnaires; a telephone survey of 21 local, state, regional, and national observers of youth employment problems; and a review of NWREL program directors' views on such trends. Among problems identified by the studies are unresponsive school bureaucracies and inadequate curricula. The studies' recommendations include more focus on basic skills and greater responsiveness to student diversity and needs. Principals' questionnaire responses favored many of these recommendations but identified drugs, discipline, and absenteeism as more important problems. Youth employment observers from education, government, and the private sector responded to both general and specialized questions about youth employment policy in the 1980's. Prepared to aid NWREL's planning process, this paper makes no specific conclusions. Further exploration of federal, state, and organized labor programs, and such issues as entry level job competition and job creation is recommended. NWREL program directors were interviewed to determine what they see as emerging trends in secondary education and to identify program categories based on the degree of the program's involvement with secondary education. Relevant tables and charts accompany the document. (PB)

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EMERGING TRENDS IN SECONDARY EDUCATION

By

Larry Picus
Carolyn Cohen

Division of Planning and Service Coordination
Northwest Regional Educational Laboratory
300 Southwest Sixth Avenue
Portland, Oregon 97204

March 30, 1982

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INTRODUCTION

In School year 1978-79, public schools in the Northwest Regional Educational Laboratory's (NWREL) service region offered educational programs to more than 839,000 students in grades seven through twelve. The states of Alaska, Hawaii, Idaho, Montana, Oregon and Washington had a total of 1,239 public secondary schools, and another 204 public middle schools to serve this student population.

The secondary schools in the Northwest provide educational services to a large and diverse student population with specific grade offerings, school location and size, and programmatic offerings varying considerably throughout the region. Consequently, as NWREL begins its long-range planning for the next five years, this important segment of its service population must not be overlooked. More than just being aware of the needs of these schools, it is important that decision makers at NWREL also understand the emerging patterns and trends in secondary education, and what secondary school principals think of existing proposals for change in the secondary school environment.

To meet this specific need, an internal study of emerging trends in secondary education was conducted. This study has four principle stages which are summarized below:

Stage One: Review of the Major Studies of Secondary Education

The first part of this project was to review the major studies and reform proposals that were developed during the 1970s. During that decade, a number of prominent commissions, panels and committees studied

the problems of the high school and the adolescent. Some of the commissions were sponsored by the federal government, and others by private foundations such as the Kettering and Carnegie Foundations.

From the review of these studies, two distinct needs emerged: 1) The need to understand future trends and emerging policy issues in the area of youth employment which was a major focus of most of the studies reviewed; and 2) the need to find out what practitioners, particularly high school prinicpals thought about the lists of problems identified by the studies, and the recommendations proposed by those studies.

Stage Two: Survey of High School Principals in the Northwest

To determine what educational practitioners think of problems identified in those studies, and to ascertain their views on the reforms proposed by those studies, a questionnaire was sent to each high school principal in NWREL's service region (Alaska, Hawaii, Idaho, Montana, Oregon and Washington).

Each survey recipient was provided with a list of perceived problems identified by the studies, and asked whether or not each was a problem based on his or her own experience. They were also asked to rank the three most important problems. Next, principals were given a list of recommendations, again taken from the studies, and asked to rate each recommendation for desirability and for practicality. The results of this survey indicated that there is a difference between what the principals say and the studies indicate are the major problems facing high schools today. This is likely a result of changing attitudes about the importance of academic achievement and current research on school effectiveness. Consequently a review of major studies currently underway and of the findings of school effectiveness research is provided in the conclusion to this section.

Stage Three: Review of Current Trends and Emerging Policies in Youth Employment

Because of the heavy emphasis placed on the transition from school to work in most of the studies, a review of emerging trends and policies in the area of youth employment was conducted. Individuals who are perceived as leaders in this area were interviewed, and asked for their views on the major issues confronting youth employment in the 1980s. Individuals from labor, industry, business associations, education, and from state and federal agencies including a broad spectrum of individuals representing divergent points of view and differing political ideologies, were interviewed for this portion of the study.

Stage Four: Internal Mapping of NWREL Activities

The fourth stage of the study was to review NWREL activities in the area of secondary education, and to determine what NWREL program directors see as the emerging trends for secondary education for the 1980s.

Each program director was interviewed, and the program tasks analyzed to determine what involvement their program has in the field of secondary education. Programs were placed into one of three categories:

1. Little or no involvement with secondary education
2. Secondary education as part of a broader programmatic scope
3. Secondary education as the primary programmatic focus

Finally, the emerging patterns in secondary education as identified by NWREL program directors were tabulated.

Since the primary purpose of this document is to aid in NWREL's planning process, no specific conclusions were developed. The paper is designed for in-house use only. Because much of the content area is of interest to outside parties - particularly those individuals who provided information to NWREL staff members during the course of the study - two sections have been designed and written to "stand alone" for outside readership. The first of these is the two chapters summarizing the findings of the major studies and the results of the survey of the secondary school principals. The second portion designed for outside readership is the section on youth employment. What follows is the result of the investigations described in stages one through four above.

The Schools and The Studies:

What High School Principals Think of The Major Secondary School Studies of the 1970s

By
Larry Picus

Division of Planning and Service Coordination
Northwest Regional Educational Laboratory
300 Southwest Sixth Avenue
Portland, Oregon 97204

March 30, 1982

A Review of the Major Studies of the 1970s

During the 1970s, a number of prominent panels, committees and commissions conducted studies of secondary education in the United States. Some of the studies were sponsored by the federal government, some by private foundations such as the Charles F. Kettering and Carnegie Foundations, and others by national educational associations such as Phi Delta Kappa, the National Education Association (NEA), and the National Association of Secondary School Principals (NASSP).

To understand the forces that will shape secondary education during the 1980s, it is important to have a knowledge of what these studies said, and the recommendations that these studies proposed for the reform of secondary schools. This chapter provides a brief description of the major studies issued during the decade of the 1970s and describes each study's major findings. The problems identified in each study, as well as the recommendations developed to solve those problems are described.

In all, eleven studies or groups of studies were reviewed. These begin with James B. Conant's works--which had a tremendous impact on the current structure of high schools in the United States today--and continue through studies by James Coleman, B. Frank Brown, Maurice Gibbions, and others.

Conant, James B. The American High School Today (New York: McGraw-Hill Book Company, 1959) and The Comprehensive High School (New York: McGraw-Hill Book Company, 1967)

Although neither study was conducted during the 1970s, the impact of Conant's work on the structure of American high schools has been so significant that no study of this nature would be complete without a mention of this work. Conant's first book, The American High School Today, developed a list of twenty-one recommendations for the improvement of high schools. These recommendations were as follows:

1. A fully-articulated counseling system
2. Individualized programs for every student
3. To graduate, every high-school student should have
   4 years of English
   4 years of social studies
   1 year of mathematics
   1 year of science
4. Subject-by-subject grouping according to ability
5. A course-study record as a supplement to the diploma
6. English composition should occupy half the time devoted to English, with an average of one theme a week
7. Diversified trade and vocational programs
8. Special consideration for very slow readers
9. A minimum elective program for the academically talented:
   4 years of mathematics
   4 years of foreign language
   3 years of science
10. Special arrangements for the highly gifted
11. Annual academic inventory of the talented
12. At least six academic periods per day
13. Prerequisites for admission to advanced academic courses
14. Elimination of class rank on the basis of an average grade based upon all subjects
15. Use of academic honors lists

16. Availability of developmental reading programs

17. Availability of tuition-free summer schools

18. Availability of four-year foreign language programs

19. Science courses adequate to diverse abilities

20. Homerooms utilized as significant social units

21. Required twelfth-grade course in American problems or American government

The second study, The Comprehensive High School, attempted to ascertain to what extent high schools in the United States had implemented all of the twenty-one recommendations. While the study finds mixed results in the implementation of the recommendations, Conant states, "the evidence indicates that the situation regarding academic studies in a great many schools is better than it was ten years ago." (p. 2) He goes on to state that the major factors limiting further improvement in high school offerings are the ambition of the community and the money available for the high school.

Coleman, James S. and others. Youth; Transition to Adulthood, A Report of the Panel on Youth of the President's Science Advisory Committee (Washington, D.C.: U.S. Government Printing Office, 1973)

One of the most influential reports of the 1970s, the Coleman report was a study of the age group 14-24, and as a result, moved the focus of attention to a broader group than high school students. The panel studied the social context in which this age group matures from the 19th century to the present, looking at age groupings, legal rights of youth, demography, the economics of youth, educational institutions, youth culture, and the biological, psychological and socio-cultural aspects of adolescence and youth.

The Coleman report attempted to identify those environments in which youth could best grow into adults in all ways, not merely intellectual ones, and it began with the assumption that the high school as now constituted is not a complete environment for "the accomplishment of many important facets of maturation." The report includes the following findings:

- Historically, work--economic productivity--has been a significant factor in youth's transition to adulthood. Recently the young have been kept out of production in order to increase their eventual opportunities. Therefore school has become a more significant factor.
- Youth spend more time in school and away from adults than in years past. Schools encourage age segregation.
- Although there has been an evolutionary increase of rights for young adults, there is still much overprotectiveness.
- Young people are responsive to shifting job opportunity patterns, but there is little assurance that there will be sufficient professional jobs for the increasing number of college graduates.
- The 1960s were unique in the heavy concentration of population in the 14-24 age group. This bulge led to a strain on institutions serving this group.
- High schools have become too large and homogeneous. Higher education has become more diverse and accessible. These factors have contributed to the restiveness of youth.
- The biological development of youth has accelerated, but does not appear to have had much effect on schools' expecations of them.

On the basis of the panel's research and discussion, the following recommendations were developed:

- More specialized schools, and free choice in pursuit of appropriate alternatives to the comprehensive school.
- Smaller schools to encourage age integration and improved interpersonal relations.

- o Introduction of roles other than the "student" role within the school. Assignments to tutor younger children, for example, would encourage responsibility and helping relationships.
- o Schools should serve as agents for placing students in out-of-school learning sites.
- o Work study programs and experimentation with half-day school/work programs should be encouraged.
- o Work organizations that incorporate youth and provide structured learning experiences for youth should be encouraged.
- o Youth committees or organizations which are largely self-governed and provide community services should be established.
- o Expand federally funded youth public service programs

It should be pointed out that the Coleman Panel's report was designed to raise questions and initiate debate. The panel made its recommendations with the hope that they would clarify the larger issues raised by the study through public discussion.

National Association of Secondary School Prinicpals. This We Believe: Secondary Schools in a Changing Society (Reston: NASSP, 1975)

Published by the National Association of Secondary School Principals, this document contains the conclusions and recommendations of a seven-member task force appointed by the NASSP to develop a definitive statement on secondary education. The report focuses on the educational program of the secondary school specifically, rather than the broader spectrum of issues addressed in the Coleman Panel's report.

The report concludes that historically, "the secondary schools have proved to be reasonably flexible institutions" (p. 61), and that today, high schools must "identify the larger forces at work in society and then redesign secondary education in adequate response to those challenges" (p. 61).

Among the principle statements in the study are the following:

- o The high school curriculum should be enlarged to offer broader spectrum of courses, while at the sama time a common core of learnings for all youth should be maintained
- o The influence and opportunities available in the community should be taken advantage of in the development of school curriculum
- o The belief of the NASSP in compulsory education up to the age of majority or until a high school diploma is received is reaffirmed
- o High schools are society's primary instrument for instructing youth, but a supportive institution only, for the treatment of maladjustment to society

In addition, the study contains recommendations to:

- o Establish specific criteria for a high school diploma
- o Identify the principal of the school as the instructional leader
- o Encourage better articulation with post-secondary schools
- o Recommend improvement in guidance services for high school students

Brown, B. Frank. The Reform of Secondary Education: A Report to the Public and the Profession (New York: McGraw-Hill Book Company, 1973)

Founded by the Charles F. Kettering Foundation, this report from the National Commission on the Reform of Secondary Education, directed by B. Frank Brown, was established to "make a comprehensive examination of secondary education and provide the American public with a clear, factual picture of their secondary schools, indicating where and how they can be altered to better serve the nation's young people" (p. xiv).

The Commission identified three broad problem areas as follows:

1. Citizen involvement
2. Education for responsible citizenship
3. Management of alternative schools and programs.

The study makes a total of 32 recommendations for reforming high schools. The major recommendations are summarized below:

- schools and communities in partnership should develop new statements of goals, and work together to achieve them
- high schools should not be required to perform purely custodial functions
- performance-based instruction which necessitates specific detailing of objectives should be the basis of curricular revision
- career education should be expanded with community help, with actual job experience, and expanded job placement as part of the 11th and 12th grade program
- all high school students should receive a basic global education
- alternative paths to a diploma should be available and supported, with students assuming major responsibility for developing their own instructional programs
- scheduling and accrediting of learning must be made more flexible
- secondary schools should establish more credit programs for accomplishment or work outside the school
- research should determine the influence of television on students' lives, values and learning. Television should be exploited as a learning medium
- high school should stop calculating student rank in class
- every school should develop a code of student rights and responsibilities, and schools must grant and respect rights of youth
- compulsive attendance should be eliminated and the formal school leaving age dropped to fourteen. Only eight years of schooling should be compulsory, although every citizen should be entitled to fourteen years of tuition-free education, available when he or she chooses

Task Force '74. The Adolescent and Other Citizens, and Their High Schools: A Report to the Public and the Profession (New York: McGraw-Hill Book Company, 1975)

Task Force '74 was established by the Charles F. Kettering Foundation to examine the three broad problem areas identified by the National Commission of the Reform of Secondary Education's study completed the year before. As a result of its study, Task Force '74 developed nineteen recommendations for high school reform. The major recommendations are summarized below:

- increased involvement of local citizens and community groups in forming policies, making decisions and governing their local schools
- educators should take the initiative in stimulating citizen involvement in high school reform
- school advisory committees should be permitted to participate in the selection of principals, the evaluation of teachers, authorization of programs of instruction, approval of local building plans, and other local school issues
- the business community should accept increased responsibility for helping educators find solutions to some of the problems of the high school
- collective bargaining should be limited to salaries, fringe benefits and grievance procedures
- movement from high schools to community colleges should be encouraged and facilitated
- work study programs should be expanded so that all high school age children have the opportunity to develop marketable skills prior to graduation
- students should have the opportunity to participate in public service activities

Chaffee, John Jr. and James P. Clark, editors. New Dimensions for Educating Youth (Denver: U.S. Department of Health, Education and Welfare, Office of Education, 1976)

This document, published by the United States Office of Education and the National Association of Secondary School Principals, summarizes the results of a national conference held on the reform of secondary education in April 1976. As a result of this conference, four major recommendations emerged:

1. provide high school students with more opportunity to interact with individuals of other ages, particularly adults
2. increase community involvement in high schools
3. reduce the size of schools
4. shift the curriculum focus to include values, arts, humanities, and guidance, as well as basic competencies

Martin, John Henry. The Education of Adolescents: The Final Report and Recommendations of the National Panel on High School and Adolescent Education (Washington, D.C.: United States Government Printing Office, 1976)

The National Panel on High School and Adolescent Education was formed to advise the Office of Education on the role the federal government should play in assisting or promoting change in secondary education. The panel focuses on youth in the 14 to 18 age group, and takes a generally sympathetic view of the high school. The panel sees many of the high schools' shortcomings as a result of the many demands placed on the high schools, and proposes a narrower role for high schools in the future, with greater community involvement in the education of youth.

The panel is sensitive to the organization and management of the high school, and sees organizational and management problems, caused largely by outside factors, as the source of the schools' present condition. Of the many recommendations that came out of this report, the major ones are summarized below:

- the concept of a comprehensive high school should be replaced by that of a comprehensive education which can be provided through a variety of means and in a variety of institutions

- educational programs and institutions be created in the community in the areas of arts, vocational education, and local government

- ad hoc specialized schools should be created and staffed by professionals in the community

- compulsory daily attendance in schools be reduced to 2-4 hours a day, and complementary education activities in the community with adults be made available

- the basic role of the high school as society's only universal institution for the education of the intellect be re-emphasized, and that basic competencies, including media literacy, be taught

- a community guidance center be established independent of the schools to coordinate the educational activities of schools and other agencies

- the study's recommendations be viewed as a working hypotheses "to be rigorously tested through small-scale adoptions, careful monitoring, and ruthless evaluation" (p. 15)

- we facilitate the earlier and increased entry of youth into the work force

- undertake "critical research into the social and cultural roles and educational effects of the mass media." (p. 106)

- change accrediting procedures to accommodate experience and training outside the school and classroom

- citizen and adolescent participation in planning and reviewing programs be required

- the United States Office of Education and the National Institute of Education sponsor research on the change process, especially on programs which are peer centered and democratic, and programs which will assist schools in planning

Gibbons, Maurice. The New Secondary Education (Bloomington: Phi Delta Kappa, 1976)

This study is the first of a three-phase effort on the part of the Phi Delta Kappa Task Force on Compulsory Education and Transitions for Youth. This phase of the study developed a platform statement which was to serve as the basis for further study and work. The report contains fourteen propositions which were developed by the task force as "essential considerations in specific proposals for the renewal of secondary education" (p. 72). The important propositions are summarized below:

- secondary schooling as presently organized and operated does not have a powerful, beneficial effect on learning that demonstrates it can educate adolescents with predictable results superior to other possible systems
- the present educational system maintains itself and resists change
- more time during the school day should be devoted to intense instructional practices
- learning situations should include appropriate experiences and challenging productive activities
- the size of the high school should be limited, and other organizational patterns should be used when appropriate
- high school student involvement in adult situations, issues, tasks and responsibilities should be increased
- students should have a larger role in developing their instructional program
- schools should take advantage of the media in instructional programs, and be aware of the media's influence on students
- there should be more interaction between the school and the community

Flanagan, John C. Perspective on Improving Education: Project Talent's Young Adults Look Back (New York: Praeger Publishers, 1978)

This report describes the results of interviews with 1,000 individuals who were part of the 400,000 high school students that took part in project TALENT in 1960. These interviews were conducted in 1973, and provide information about the feelings and attitudes of these individuals toward their high school experiences. From these interviews, the report defines a number of problems with education today, and makes a number of recommendations, including the following:

- o install a personalized education program in grades 1 through 12
- o install a life and career guidance program in grades 1 through 12
- o install a course required of all students on life-management skills
- o install a personal and social development program in grades 1 through 12
- o install educational and career preparation courses in grades 7 through 12

Carnegie Council on Policy Studies in Higher Education. Giving Youth a Better Chance: Options for Education, Work and Service (San Francisco: Jossey-Bass Publishers, 1979)

Although the primary focus of the Carnegie Council of Policy Studies in Higher Education is post-secondary schooling, the Council felt that the substantial problems of youth unemployment, and the fact that many high school students choose not to attend college, required it to study the impact of high school and the transition of youth from school to work.

The Council makes recommendations for high schools, community agencies, government agencies and employers. The following have a direct impact on reform of high schools:

- the age of compulsory school attendance should be reduced to 16
- high schools should be reduced in size, and full-time speciality schools should be established, particularly for grades 11 and 12
- create work and service opportunities for students in high schools, and a renewed emphasis on out-of-class activities for high school students
- all high school programs should be on an individualized basis
- the basic vocational skills for the high school to concentrate on are the skills of literacy and numeracy, and good work habits. Applied skill training should be done in private shops with the exception of clerical skills and home economics
- finance needy students through work-study programs and more effective job placement efforts
- create job placement centers in high schools that follow students for two years after graduation
- improve the capacity of secondary schools to teach basic skills by allocating more federal funds
- encourage earlier entry from high school into college, and more programs that combine the last year or two of high school with college
- experiment with vouchers and greater freedom of choice, particularly among public schools. Bureaucratic controls have not assured quality, competition to survive

Brown, B. Frank. The Transition of Youth to Adulthood: A Bridge Too Long (Boulder: Westview Press, 1980)

This report contains the findings and recommendations of the National Commission on Youth that was funded by the Charles F. Kettering Foundation. The report constitutes a search for new environments for youth that will bring them into frequent, realistic contact with adults.

The intent of the study's recommendations is to find a more effective way of bridging the gap between youth and adulthood. A total of 26 recommendations were developed with the goal of providing youth with experiences that develop more effectively their capacities for managing their own affairs in a complex and changing world. Among the major recommendations of the study are the following:

- high schools should develop better relationships with other community based institutions
- school programs should include use of the community, and make the student an active contributor to community needs
- a national youth service should be created giving all youth age 16 to 21 an opportunity to give one year of service to their community or nation
- registration for this service would be mandatory
- youth transitional planning councils should be developed in every community to help smooth the transition of youth to adulthood
- establishment of a sub-minimum wage for youth in job training programs, apprenticeships, and internships
- establish transition schools for the final years of secondary education which offer students a wide variety of options to enable them to move beyond the classroom into the neighborhood and the community to complete their education
- establish optional learning centers for youth who have difficulty making the transition to adulthood. These centers would be separate from the school organization
- vocational education should be shifted from the high schools to the community

The problems identified, and recommendations made by each of these studies were analyzed and the following summary list of problems and recommendations developed for use in a questionnaire

which was sent to high school principals in the Northwest. The problem statements are listed in Table 1 and the recommendations in Table 2.

The summary of these eleven studies indicates that the reforms proposed for high schools are significant, and in many instances would result in a substantial redefinition of the role of the high school in the education of adolescents. It is also clear that at the present time, many of the recommendations in these studies have not been implemented, and in other instances, implementation has been scattered or partial.

Does this mean that there is a general non-acceptance of these studies by practicing educators, or are there other reasons for the lack of acceptance of the recommendations, such as the fact that financial limitations have not made it possible to initiate the reform processes recommended?

TABLE 1

PROBLEMS IDENTIFIED IN THE
STUDIES OF THE SEVENTIES

1. High school organization, policies and procedures "segregate" youth from the adult world, thus making the transition from school to work difficult for them.

2. Bureaucratic structures in high schools are preventing them from responding to needed changes.

3. High schools have been unable to solve the following problems:

   - o Drugs in schools
   - o Discipline
   - o Absenteeism and truancy
   - o Dropout rates
   - o Vandalism
   - o Violence in the schools

4. High school curricula do not meet the instructional needs of individual students.

5. High schools concentrate too heavily on academic (college preparation) programs to the exclusion of other programs that meet the diverse needs of their students.

6. Current measures of student achievement do not assess skills needed to function as an adult in our society.

7. The traditional methods of instruction used in high schools impede the development of effective discussion, inquiry, probing and independent modes of study and investigation.

8. The rigid rules and structures of high schools cause students to drop out.

9. High schools have not provided students with the skills and knowledge necessary to make informed decisions as adults.

10. High schools have not involved family, church, media, businesses and other societal institutions and organizations in the educational programs of students.

11. High schools are trying to meet so many needs of students that they are not meeting any needs well.

TABLE 1 (continued)

12. Instructional programs in citizenship have failed to orient students to the way social and political institutions work in our country and the world.

13. Highly structured time requirements (Carnegie unit, for example) prevent high schools from meeting the individual needs of students.

14. Guidance and counseling services in high schools are inadequate.

15. The traditional methods of instruction used in high schools tend to keep students from taking the responsibility for their own learning.

16. High schools do not prepare students well for the world of work.

17. High schools have allowed standards for academic excellence to slip.

TABLE 2

RECOMMENDATIONS OF THE
STUDIES OF THE SEVENTIES

1. Secondary education should be decentralized, using new educational settings and involving the family and the community in the educational process.

2. The comprehensive high school should be replaced by a number of different high school models, including both specialized schools and comprehensive schools.

3. The size of a high school should be limited to 500 to 1,000 students.

4. Movement from high schools to community colleges should be facilitated and encouraged.

5. Communities, including parents, students and interested adults should participate more with teachers, district staff and board members in developing educational programs.

6, High schools should focus more on basic skills.

7. High schools should coordinate services to youth, utilizing government, community and social agencies as needed to meet the individual needs of each student.

8. More comprehensive career education should be available to high school students.

9. Citizenship education programs should include active participation of youth in government and community agencies on either a volunteer or paid basis.

10. Schools should make more effective use of the media in instructional programs.

11. Students should be provided with programs that enable them to understand and evaluate the impact of the media in today's world.

12. Students should receive education to promote international understanding.

13. To take into account the individual differences and needs of each student, instructional methods should be more personalized.

14. Students should play a greater role in developing their own instructional program and they should be more responsible for their own learning.

TABLE 2 (continued)

A voucher program should be implemented in public schools.

Instruction in high schools should focus on the development of human values and competency in decision making processes.

The age of compulsory attendance should be reduced to fourteen.

Guidance and counseling services should be reorganized to provide expanded services.

More careful evaluation of reforms should be done before full implementation.

Survey of High School Principals in the Northwest

Following the review of the major studies of secondary education that was conducted in the 1970s, an attempt was made to determine what high school principals in the Northwest thought of the findings of these studies. To do this, a questionnaire was developed and sent to each high school prinicpal in NWREL's service region. A total of 912 questionnaires were mailed out, and 320, or 35.1% of them were returned. Because the survey was conducted in a very limited time frame, and with a small budget, it was impossible to conduct a follow-up effort. While such an effort would have increased the rate of return, under the circumstances, the return was considered quite good. Tables 1 and 2 summarize the geographic distribution and district size represented by the respondents.

TABLE 1

GEOGRAPHIC DISTRIBUTION OF SURVEY RESPONDENTS

State	Number of Questionaires Returned	Percentage of Total Responses
Alaska	24	7.5%
Hawaii	0	0%
Idaho	28	8.8%
Montana	64	20.0%
Oregon	90	28.1%
Washington	105	33.8%
Not Identified	9	2.8%

TABLE 2

DISTRICT SIZE DISTRIBUTION OF SURVEY RESPONDENTS

Enrollment Category	Number of Questionaires Returned	Percentage of Total Responses
1 - 99	23	7.2%
100 - 249	70	21.9%
250 - 499	39	12.2%
500 - 999	26	8.1%
1,000 - 2,499	71	22.2%
2,500 - 4,999	30	9.4%
5,000 - 9,999	17	5.3%
10,000 +	22	6.9%
Not Identified	22	6.9%

The first part of the questionnaire provided each recipient with a list of perceived problems with secondary education, developed through review of the studies described in the previous chapter. Respondents were asked to indicate whether or not they considered each of the problem statements to be a problem in their school today. Each respondent was also asked to rank order the three most important problems from among those indicated to be problems. The survey form provided space for respondents to list additional problems, and they were able to include those additional problem statements in their rankings if they desired.

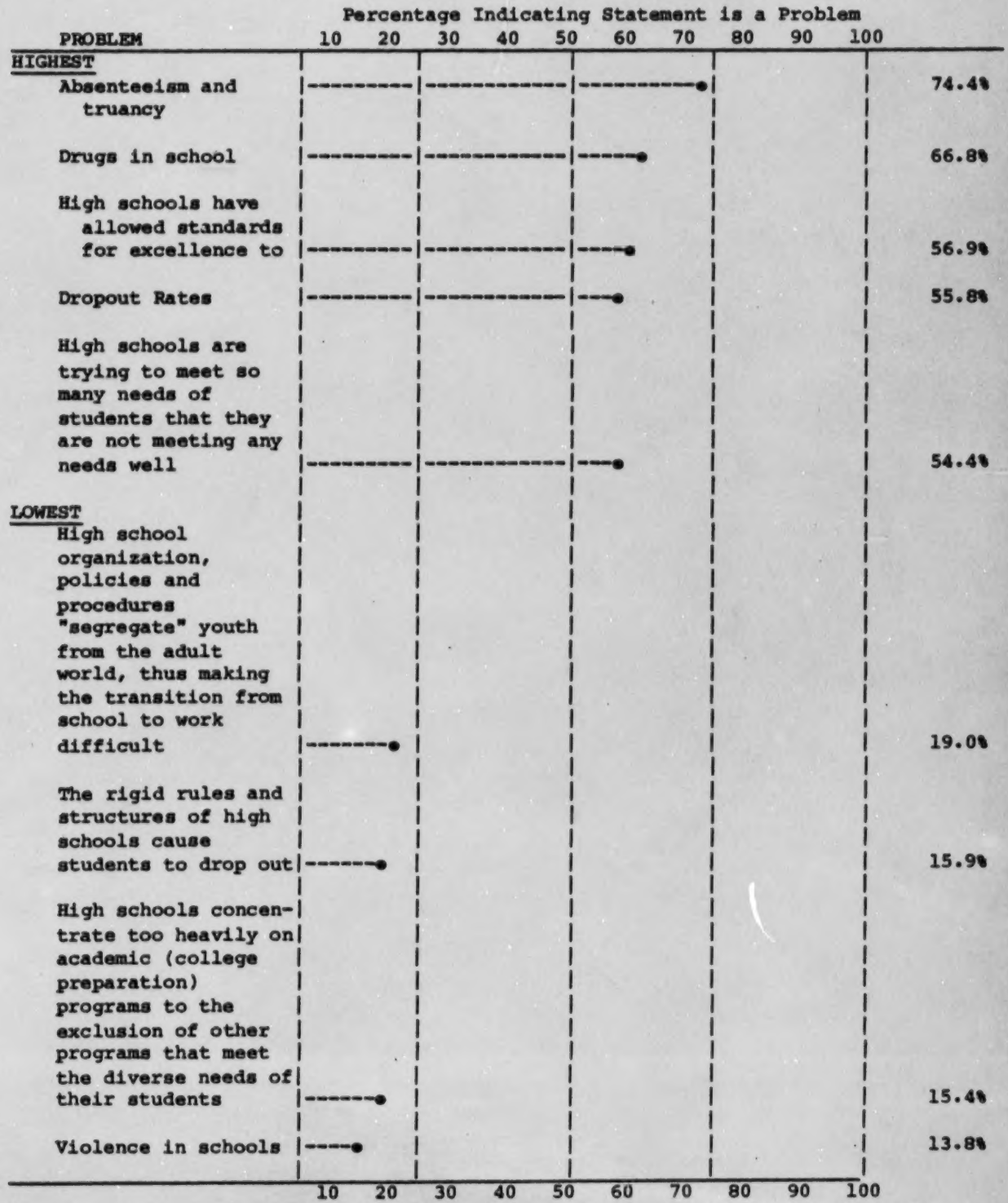
Those problem statements which were identified most often as being problems, and least often as being problems, along with the percentage of respondents indicating that each statement was a problem is displayed in Chart 1.

As Chart 1 shows, according to the principals in the Northwest, absenteeism and truancy is their biggest problem. Nearly 75% of the respondents indicated that this was a problem. Other problem areas that were rated high included drugs in school and dropout rates. Over half of the principals responding to the survey indicated that they felt high schools have allowed standards for excellence to slip. In addition, a majority of the principals agreed that high schools are trying to do so many things that they are not meeting any of the high school students' needs well.

It is also interesting to look at the problem statements that were not considered problems by many of the principals who responded to the survey. Only 13.8% of the prinicpals indicated that violence was a problem in their school, considerably less than expected from all of the reports of violence in the schools that have circulated in recent years. This may mean that violence is a large city, urban, phenomena, and not a serious problem in the majority of smaller rural and suburban school districts that populate most of the Northwest. Although the proportion of respondents indicating that violence in the schools was a problem rose to 25% in school districts with over 10,000 students, the number of respondents in this size category was too small to determine whether that figure represents a significant pattern, or is simply a matter of chance.

CHART 1

PERCENTAGE OF RESPONDENTS INDICATING EACH STATEMENT
IS A PROBLEM IN THEIR SCHOOL
(Highest and Lowest Rated Problems)


Percentage Indicating Statement is a Problem
PROBLEM
10 20 30 40 50 60 70 80 90 100
HIGHEST
Absenteeism and truancy
74.4%
Drugs in school
66.8%
High schools have allowed standards for excellence to
56.9%
Dropout Rates
55.8%
High schools are trying to meet so many needs of students that they are not meeting any needs well
54.4%
LOWEST
High school organization, policies and procedures "segregate" youth from the adult world, thus making the transition from school to work difficult
19.0%
The rigid rules and structures of high schools cause students to drop out
15.9%
High schools concentrate too heavily on academic (college preparation) programs to the exclusion of other programs that meet the diverse needs of their students
15.4%
Violence in schools
13.8%
10 20 30 40 50 60 70 80 90 100

It was also clear from the problem statements that received a low percentage of yes responses that high school principals do not feel that the organization of high schools "segregate" youth from the adult world, a problem frequently identified by the studies of the 1970s. Principals did not feel that the rigid bureaucratic structure of high schools caused students to drop out, nor did they feel that the schools concentrate to heavily on academic programs at the expense of programs to meet other student needs.

Overall, the responses to this part of the survey indicated that the principals do not feel that the problems identified by the studies are as important as did the panels and committees conducting those studies. The principals appear to feel that the schools are providing their students with skills to participate as adults in our society, and also appear to believe that the high schools are meeting the individual needs of most students. They seem most concerned with immediate day-to-day problems such as drugs, discipline and absenteeism.

Survey respondents were also asked to rank the three most important problems from among those listed as problems in their response. The problem statements that were ranked as the most important or as one of the three most important problems by the principals are shown in Chart 2.

What is interesting about Chart 2 is the fact that the four problem statements which were ranked as important most often are the same four statements that were considered problems by over half of the respondents. In other words, not only are these problems, but in the minds of the principals, they are the most serious problems. The two other problem statements that appear on Chart 2 deal with individualized instruction and curriculum issues. Although both were ranked as one of the three most

important problems by over 15% of the principals, they were both considered to be a problem by less than 37% of the entire group of respondents.

To determine if there were any patterns in the principals' responses to these problem statements, a factor analysis was conducted. Review of this data showed that the following relationships exist in the principals answers to whether or not each statement is a problem.

The first factor group indicated that these principals indicating violence in the schools was a problem were also likely to list vandalism, discipline and drugs in school as a problem. This seems logical since the last three are frequently considered symptoms of the first.

A second factor group included the three following problem statements:

1. High school organization, policies and procedures "segregate" youth from the adult world, thus making the transition from school to work difficult for them.

2. The traditional methods of instruction used in high schools impede the development of effective discussion, inquiry probing and independent modes of study and investigation.

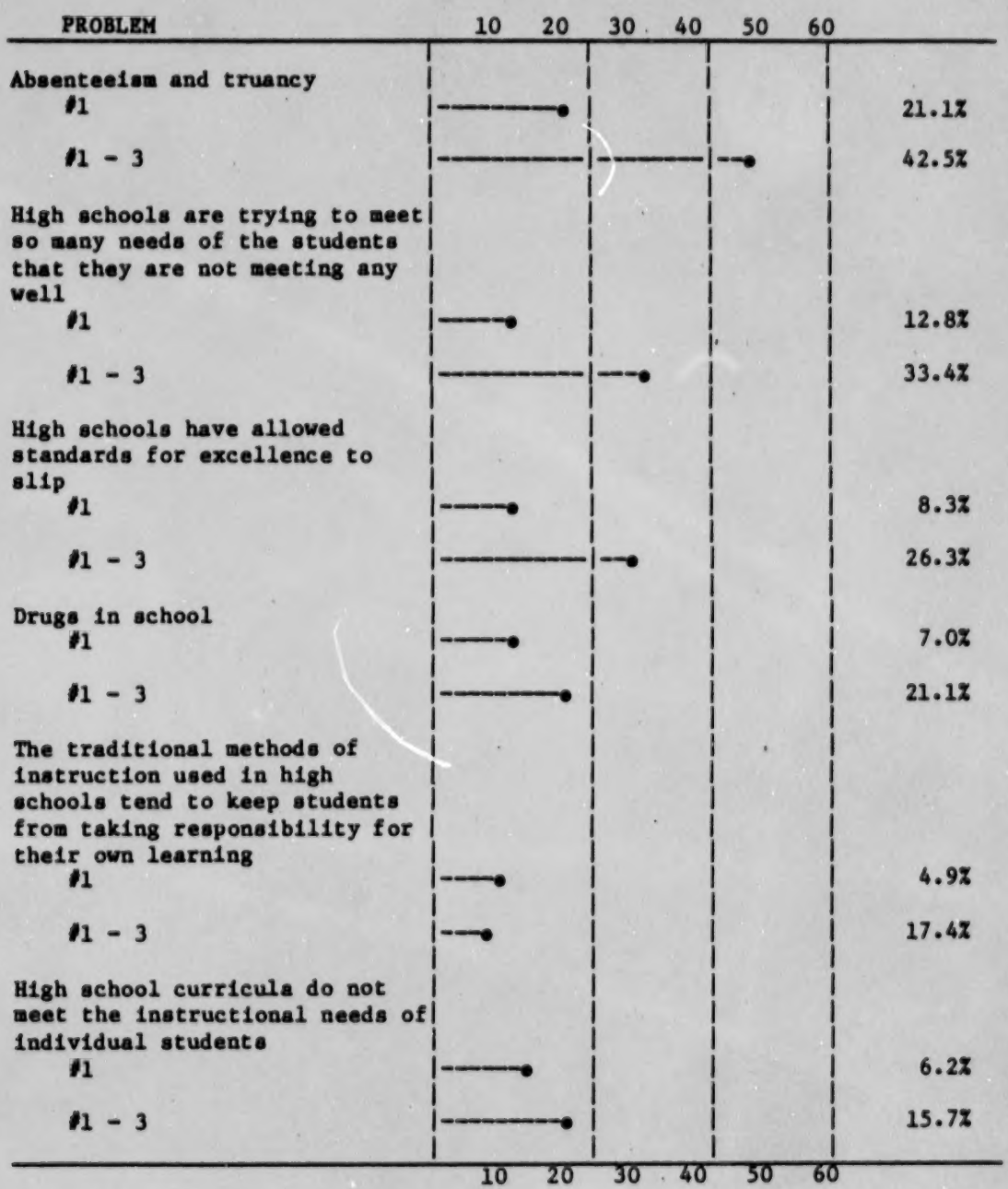
3. The traditional methods of instruction used in high schools tend to keep students from taking the responsibility for their own learning.

This grouping is very interesting because it includes two issues that were considered important problems by the prinicpals (numbers 2 and 3), but a third dealing with the segregation of youth from adults, which was not considered to be a particular problem.

The principals' responses to these problem statements were also analyzed by state, expenditure category and enrollment category. However, no significant patterns of statistical significance emerged from these analyses that differed from the results already displayed.

CHART 2

Percentage of Respondents Indicating Each Problem
Is The Most Important, or One of the Three
Most Important



Respondents were also given the opportunity to write in additional problems that they felt were important. Below is a list of those that appeared more than once in the responses:

There isn't a reliable or adequate state financing system for education	10
Continued loss of funding impedes programs	3
Paper work decreases productivity	3
Permissive attitudes of society have allowed academic and behavioral excellence to slip	3
Meddling programs erode the primary function of the schools	2
Computer usage should be part of the high school curriculum	2
Local schools are not able to provide adequate vocational education facilities	2
Apathy	2
Presence of students who used to leave school early complicates the high school's task	2

The second part of the questionnaire provided each recipient with a list of recommendations from the studies that are summarized in the previous chapter. Respondents were asked to rate each recommendation based upon the desirability and practicality of that recommendation. For analysis, the rating categories were converted to numbers as follows:

Desirability

Highly desirable	1
Desirable	2
Undesirable	3
Highly undesirable	4

Practicality

Very practical	1
Practical	2
Not practical	3
Not at all practical	4

To analyze the data, the mean or average rating for both desirability and practicality was determined for each recommendation. A rating of less than 2.50 means that the item is desirable and/or practical, while a rating of more than 2.50 means that respondents felt the recommendation was undesirable or not practical. Recommendations receiving the highest and the lowest desirability ratings are displayed in Table 1, while recommendations receiving the highest and lowest practicality ratings are displayed in Table 2.

Table 1
Mean Desirability Rating of the Most and Least Desirable Recommendations

Recommendation	Mean Rating*
Most Desirable	
More careful evaluation of reforms should be done before full implementation	1.42
To take into account the individual differences and needs of each student, Instructional methods should be more personalized	1.68
Students should recieve education to promote international understanding	1.73
Communities, including parents, students and interested adults should participate more with teachers, district staff and board members in developing educational programs	1.73
Students should be provided with programs that enable them to understand and evaluate the impact of the media in today's world	1.77
Least Desirable	
A voucher program should be implemented in the public schools	3.25
The age of compulsory attendance should be reduced to fourteen	2.96

*Ratings of less than 2.50 represent desirable options, and ratings of more than 2.50 represent undesirable options.

Table 2
Mean Practicality Rating of the Most and Least Practical Recommendations

Recommendation	Mean Practicality Rating*
Most Practical	
More careful evaluation of reforms should be done before full implementation	1.69
Students should be provided with programs that enable them to understand and evaluate the impact of the media in today's world	1.91
More comprehensive career education should be available to high school students	1.94
Students should receive education to promote international understanding	1.95
Movement from high schools to community colleges should be facilitated and encouraged	1.95
Least Practical	
A voucher program should be implemented in the public schools	3.23
Secondary education should be decentralized, using new educational settings and involving the family and the community in the educational process	2.86
The age of compulsory attendance should be reduced to fourteen	2.83
The comprehensive high school should be replaced by a number of different high school models, including both specialized schools and comprehensive schools	2.65

*Ratings of less than 2.50 mean item was considered practical and rating of more than 2.50 mean the item was considered not practical.

It is interesting to note that the recommendation receiving both the highest desirability and highest practicality rating was "More careful evaluation of reforms should be done before full implementation." It is also interesting to find that with three exceptions, all recommendations were rated as more desirable than practical. Two of the three that were found to be more practical than desirable were the only two that received a negative rating for both desirability and practicality. These were the voucher recommendation, and the reduction of the compulsory attendance age to fourteen. The third recommendation that was found to be more practical than desirable was "High schools should focus more on basic skills." Apparently, the principals feel that such a focus would be practical, although there is some question as to its desirability. It should be pointed out that the mean desirability rating of 1.94 and practicality rating of 1.82 for this item are relatively high.

One thing that becomes evident from reviewing the data is the fact that the principals found the more marginal changes to be more practical and desirable than the larger structural changes. For example, additional programs for international understanding and for increasing the use of the media were rated highly by the respondents, while recommendations advocating the establishment of specialized schools, and the decentralization of the high school governance system were rated much lower.

It is also worthwhile to look at the gap between the mean desirability rating of each item and the mean practicality rating of each item. Table 3 displays the five items that showed the largest gaps between desirability and practicality. In all instances, the principals found the recommendation to be more desirable than practical.

Table 3

Difference Between the Mean Desirability Rating and the Mean Practicality Rating for Those Recommendations with the Largest Difference

Recommendation	Difference
To take into account the individual differences and needs of each student, instructional methods should be more personalized	0.75
Secondary education should be decentralized, using new educational settings and involving the family and the community in the educational process	0.67
The size of a high school should be limited to 500 to 1,000 students	0.67
Citizenship education programs should include active participation of youth in government and community agencies on either a volunteer or paid basis	0.60
Students should play a greater role in developing their own instructional program and they should be more responsible for their own learning	0.59

The items in Table 3 generally deal with providing more individualized instruction for high school students, and giving the students greater control over their instructional program. Although the principals found these to be desirable, they were less sure of the practicality of implementing such recommendations.

Finally, it is useful to look at patterns that exist between the problems identified by the principals and the recommendations that they supported. To do this a canonical variation analysis was performed on the principals' responses to the problem statements and their desirability rating of each recommendation. From this analysis, it appeared that those principals who indicated that guidance and counseling services were inadequate in the high schools tended to support the following two recommendations:

Guidance and counseling services should be reorganized to provide expanded services.

High schools should coordinate services to youth, utilizing government, community and social agencies as needed to meet the individual needs of each student

The only other relationship that showed a statistical significance was that those principals who indicated that high schools concentrate too heavily on academic and college preparation programs felt that the following recommendations were desirable:

The comprehensive high school should be replaced by a number of different high school models, including both specialized schools and comprehensive schools.

The size of a high school should be limited to 500 to 1,000 students.

To summarize the questionnaire findings, it appears that the principals do not attach the same level of importance to the problems identified by the major studies of the 1970s as did the committees and panels that conducted the studies. The problems mentioned most often by the school principals were for the most part immediate day-to-day problems such as drugs, discipline and absenteeism. At the same time, the principals appeared to feel that many of the recommendations developed by the committees would be desirable in their schools. Although they found those recommendations requiring the least amount of structural change to be the most practical, they were also supportive of some of the more complex changes recommended by the studies.

There is a clear emphasis on topics relating to youth employability, vocational and work place skills, and career development in the studies that were reviewed for this paper. As we enter the 1980s, there appears to be movement back to more attention to academic performance in the schools. A number of major study efforts are currently underway which focus on academic achievement. The current popularity of the research on school effectiveness is further evidence of this trend. It is likely that the dichotomy between the findings of the studies of the 1930s and the principals' responses to the questionnaire is a result of this trend.

In general, the current studies emphasize the need for schools to devote their attention to academic standards and performance, rather than attempts to accomodate social and cultural changes. Below is a brief description of six of these studies:

Project Paideia: Mortimer Adler of the Institute of Philosophical Research has brought a number of educators together for a series of six conferences. The result of these conferences has been a series of recommendations that would revise schooling through a radical restructuring of learning phases.

An Education of Value: This study of Stephen K. Bailey and others under the asupicus of the National Academy of Education intends to illuminate values on which secondary education should rest and prescribe the elements of a good education.

A Study of the American High School: Prepared by Ernest Boyer and the Carnegie Foundation for the Advancement of Teaching, this document provides a synthesis of previous studies, and when completed will result in a number of specific recommendations for excellence in education.

Redefining General Education for the American High School: The Association for Supervision and Curriculum Development is looking at seventeen high schools throughout the country to redefine general education and revise curricula.

Project Equality: This study, being conducted by the College Board is attempting to specify six broad categories of academic competency and to study the transition from high school to college.

A Study of High Schools: A joint study of the National Association of Secondary School Principals and the National Association of Independent Schools will re-examine the purposes of secondary education and study the student, teacher and subject matter as a "Triad."

In addition to these six studies, Secretary of Education Terrel Bell has appointed a 17 member, national Commission on Excellence in Education which is charged with:

1. Reviewing and synthesizing data and literature on the quality of learning in the nation's schools with special emphasis on teenage youth.

2. Examining the curricula, standards and expectations of educational systems in other countries, and comparing them with the United States.

3. Studying a sample of university and college entrance requirements.

4. Reviewing and describing educational programs that are recognized as preparing students who consistently attain higher than average scores in college entrance tests.

5. Reviewing the major changes that have occurred in American education in the last twenty-five years and societal changes that have significantly impacted educational achievement.

6. Holding hearings and receiving testimony on the efforts that should take place to improve academic excellence.

7. Doing all other things needed to define the problems of and barriers to attaining greater levels of excellence in American Education.

8. Reporting their findings and recommendations to the Secretary of Educaton.

In addition to these study efforts, there has been a surge of interet in research on school effectiveness. What this research seems to indicate is that contrary to much of the evidence of the 1970s, variations in schooling do make a difference. In general, the research on school effectiveness indicates that the actions of teachers, administrators and students in a school setting have a tremendous impact on how well a school operates, and on its effectiveness. In addition, the research indicates that the quality and not just the quantity of the effort, materials and time is important. In other words, money must be accompanied by a serious effort, if a change or improvement in schooling is to be successful. Finally, the school curriculum--what is taught and how it is taught--is an essential ingredient in an effective school.

As this brief summary of major studies underway, and research on school effectiveness indicates, the current trend is toward what happens in the classroom, and away from many of the broader societal goals that were so important to the studies of the 1970s. Perhaps this trend is the reason that the survey of high school principals showed some difference of opinion with major studies of the 1970s as to what the problems of the high school today are.

WHAT DECISION MAKERS BELIEVE ABOUT YOUTH EMPLOYMENT POLICY IN THE '80s

An Informal Review and Analysis

By Carolyn Cohen

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WHAT DECISION MAKERS BELIEVE ABOUT YOUTH EMPLOYMENT POLICY IN THE '80s

Needs, Issues, Trends and Educated Guesses about the Future of Training Programs for Youth and Young Adults

Introduction

As part of ongoing regional needs sensing activities for future planning, Northwest Regional Educational Laboratory has prepared the following summary of youth employment issues in the 1980s. If we had been able to convene a roundtable of experts who "shape" such issues, this could have been a full-fledged conference report with a fancy cover. Instead, given limited resources, we simply talked by phone to a targeted group: 21 local, state, regional and national observers who are wrestling daily with policy and practices aimed at solving youth unemployment problems. Their remarks are highlighted here in the context of facts, opinions, and insights gleaned from the popular press and a limited literature review. The purpose of this report is not to offer a detailed research analysis with policy recommendations, but a framework to help shape educational research and development options for the decade we've barely begun.

The types of folks who said they would be glad to talk by phone with the writer of this report included:

From the world of education:

- a state assistant superintendent of public instruction
- three state directors of vocational education

- o the executive secretary of a national post-secondary education association
- o one local career and vocational education administrator
- o a state post-secondary education specialist

From the legislative branch:

- o two state legislators, one with membership on a state vocational education advisory council
- o two congressional staff aides working with youth employment and training legislation

From the private sector:

- o four staff members on national lobbying groups representing business and commerce or special constituencies
- o one private foundation representataive with a special interest in education
- o one training director for a large manufacturer

From the employment and training community:

- o two researchers following employment and training issues nationally
- o two state manpower training officials

Format

Participants received a list of the types of questions they would be asked prior to the interviews, allowing them time to give thought to their predictions and analysis. The questions were a basis for discussion and interviewees generally commented on a range of issues. Each respondent was asked four general questions on youth employment, with local and national perspectives woven in as appropriate.

In addition, specialized sets of questions were designed for representatiaves from the private sector, state and local government, the federal government, and education.

Part One provides a general context and overview. Part Two discusses education and training issues in particular. Perceptions from educators and from the private sector concerning future trends and roles in education and training are reviewed. Forecasts for upcoming public training issues are also noted.

Part Three reviews responses primarily from representatives of state, local and federal government on topics such as the impact of block grants, and future of youth employment legislation, and the possibilities of special tax incentives to encourage youth employment.

Part One
Responses for General Questions

How Do You Forecast the Youth Employment Picture for the 1980s?

Three expectations mentioned most often centered on effects of the economy, the declining size of the youth cohort, and problems of disadvantaged youth.

1. The economy. Several respondents felt that during an economic downturn there is always and will be a persistent youth unemployment problem. Some felt that youth unemployment tends to get less attention when the economic downturn and high adult unemployment are seen as more pressing issues by the public.

Components of employment issues cannot be examined in a vacuum. Looking at the entire employment issue, Barry Bosworth, former director of the Council on Wage and Price Stability stated, "I see little growth in employment opportunities through the first half of the '80s (Newsweek, November 23, 1981, p. 88).

2. Demography--the declining youth cohort. Most respondents noted that people born during the "baby boom" years (1948-1962) will move out of the youth cohort during the 1980s. They anticipate that during the 1980s--possibly not until the late 1980s--job demand will exceed worker supply, and unemployment will not be a problem for most youth.

Demographic studies confirm the projected decline of the size of the youth cohort, "The youth population is projected to decline by 17 percent between 1980 and 1990" (County Employment Reporter, "Youth Employment: Prospects for the 1980s," National Association of Counties Research, Inc., p. 4). And, according to Newsweek, November 23, 1981:

> . . . there are a number of reasons to believe that employment opportunities will improve dramatically later in the decade.

> The declining birthrates of the '60s and '70s will soon take the demographic pressure off the competition for entry-level jobs, and business may be confronted with a labor shortage . . . (Newsweek, "Where the Jobs Are," p. 88).

One demographic issue to consider, however, is that although the size of the youth cohort is decreasing nationally, the size of the youth population is not decreasing in all states. One respondent pointed out that in states "which have a growing population," the effect of the youth cohort decreases will not be felt.

3. Demography--Minority populations. While stating that the youth population in general will decrease, some respondents also forecast that the minority population or the proportion of minorities in the youth cohort will increase. Recent studies uphold this claim:

- Syndicated columnist William Raspberry, quoting the report Higher Learning in the Nation's Service (Ernest Boyer and Fred Hechinger, Carnegie Foundation for the Advancement of Teaching) in the November 24, 1981 Oregonian, wrote: "While the population as a whole is aging, the youth population among black and Hispanic Americans is large and will proportionately increase."

- A National Association of Counties study says:

  > The youth employment problem from the 1970s will increasingly become a minority issue of the 1980s. The birth rates of blacks and other minorities have not declined nearly as rapidly as that of whites . . . . In the 1970s, the numbers of white youth aged fourteen to twenty-four increased by 7.8 percent, while the corresponding increase for blacks was nearly three times that rate. Blacks and other nonwhite youth are expected to represent 14.6 percent of the teenage labor force in 1985, compared to 11.1 percent in 1970. (County Employment Reporter, p. 4)

- The Wall Street Journal reports that the proportion of minorities among 16-24 year olds will expand to 18 percent in 1990 (Semptember 9, 1981).

Which youth are more at risk? Most respondents predicted that a certain sector of youth will suffer from serious unemployment rates. This group was variously defined as: minority, disadvantaged/minority,

minority inner-city, Hispanics, dropouts, educationally disadvantaged, or "at-risk" youth. The majority of respondents and news articles identified minority youth, and did not restrict themselves to the future tense when discussing that sector's problems. Newsweek reports that the current recession "has left . . . in what amounts to social dynamite . . . 42.9 percent of minority teenagers out of work" (November 23, 1981, p. 88). A recent Gallup Poll shows that 36 percent of black respondents, twice as many as whites, name unemployment as the nation's most urgent problem (Oregonian, October 22, 1981, A10).

Some respondents define youth at risk as disadvantaged/minority. The National Commission for Employment Policy addressed the issue of disadvantaged minority youth in its December 1979 report to Congress. "It is here where the problem seems to be more clearly structural in nature and where a more intensive effort to ease the problem is badly needed" (Youth Employment and Public Policy, p. 144).

> Black America today verges on the brink of disaster. The American social system cannot survive the threat of significant numbers of its young people deprived of a stake in society. We must not become a nation at war with its future (Vernon Jordan, quoted in County Reporter, p. 4).

However, some representatives of more traditionally conservative sectors referred specifically to disadvantaged minority or to the economically and "educationally disadvantaged" as being a relatively small group. This view is reflected in the Heritage Foundation Report, Agenda for Progress, *[1] in the chapter entitled "Employment, Training and Social Services."

Our respondents, likewise, reflected differing perspectives. A "liberal" viewpoint characterized youth unemployment to be a severe

problem for minority groups in particular, while the "conservative" view tended to see unemployment as a problem for educationally and economically disadvantaged persons, no matter their minority status.

What Do You Foresee as the Major Youth Employment Issues of the 1980s?

After describing the effects of the economy, changing demographics, and the problems for minority youth, respondents were asked to target the major youth employment issues in the next decade. Most of the respondents chose the following three subjects:

1. New technology demands specially trained skilled workers
2. youth need to acquire employability skills, basic education skills, and/or better work attitudes
3. School-to-work transition needs to be emphasized.

Other issues mentioned included the minimum wage (not necessarily a barrier, but an issue needing public debate); the trend toward later retirement, and the increase of immigrants and women in the job market.

1. Effects of technology. Nearly every respondent targeted changing demands in the job market as the primary issue of the 80s. The predicted effects of rapidly changing technology were an increase in the need for specially trained, skilled workers and a decrease in the number of unskilled entry-level positions. Their forecasts are echoed in recent news articles:

- From now on, almost all young people will, at some time in their lives, need some form of post-secondary education if they are to remain economically productive and socially functional in a world whose tasks and tools are becoming increasingly complex (Raspberry, quoting The Carnegie Report, Higher Learning in the Nation's Service, Oregonian, November 24, 1981).

- The change in skill requirements in industrial economies has further affected the demand for young workers. Specifically, a decline in the relative importance of

unskilled jobs, in which many youth find their first employment, has taken place in the course of industrialization (The Monthly Labor Review, July 1981).

- . . . it will probably be technology rather than government programs that will most affect jobs in the latter part of the decade (Newsweek, November 23, 1981, p. 90).

- The almost universal consensus among economists, businessmen and labor leaders is that the United States must reshape its work force to meet the challenge head-on (Newsweek, November 23, 1981, p. 88).

2.Employability skills. The majority of respondents cited the need for better employability training, basic education skills, and/or better work attitudes. One respondent stated, "The definition of employability will be redefined by the demands of the workplace--for instance, youth will need to learn to use computers in high school."

A recent New York Times report on youth unemployment in New York City states:

> There are fewer opportunities here for unskilled workers and school dropouts as job growth in the manufacturing area declines. Today's job market in the city calls more and more for young people with communications and computational skills that many of the teenagers looking for work do not have (October 11, 1981, Y21).

The Heritage Foundation Report, Agenda for Progress, targets lack of basic math and reading skills as being more important than other factors such as poverty. "Presumably there is an intersection between the long-term unemployed and those with serious educational deficiencies."

3. Improved school-to-work transition. Several respondents identified a need for better school-to-work transition services. One respondent warned that if schools don't take a more active role in the school-to-work transition, their clients will leave to use other systems. Another respondent pointed out that a significant sector of high school graduates, 50 percent, need full-time jobs. The figure is higher if dropouts are included.

A few interviewees advocated a system similar to that provided in Western European countries. The following paragraph summarizes their comments:

> The United States, Canada and Italy rely on educational institutions to supply transition services. Because of this, these countries have had difficulty providing a comprehensive, integrated program. One researcher has concluded that an array of countries according to the difficulty of transition from school to work might place the United States and Italy at the top. There are fewer prearranged jobs and more unemployment among new entrants in Italy and the United States than in the other European countries and in Japan. It has been said that few American students are exposed to occupational or labor market information and that many counselors and teachers suffer from the same lack of knowledge (The Monthly Labor Review, July, 1981).

While ideas such as a "youth service corps" had popular appeal in the 1970s, and would seem to be compatible with President Reagan's call for volunteerism, this notion was not mentioned by any of the interviewees or in recent literature.

Who Will be the Youth Employment Policy Shapers in Your Area?

The responses to this question were varied, and included the federal administration, the state legislature, governors, state government, the private sector, schools, youth, community-based organizations, and local consortiums.

All respondents named one or more of these categories. Most categories were selected by three or four respondents.

In a related question, representatives of the private sector and one public sector representative were asked, Who will be the private sector policy leaders and program developers? One or two respondents chose each of the following as policy makers:

- locally-based, medium-sized corporations
- those companies in need of either trainees or already trained entry-level participants

- small businesses, bacause they create the most jobs
- large industries and growth industries

Four respondents also mentioned the possibility of national associations or of as yet unformed consortiums playing some role, or keeping the topics before the public.

What Will be the Policy Leaders' Priorities?

One respondent predicted the agencies, organizations or officials that would carry the most influence in youth employment policy making:

- Congress--by involving the private sector in training programs, and reducing federal spending
- State Governments--by integrating education and training and supporting better vocational education
- Local Communities--by providing a cohesive analysis of job demand, training needs, service delivery
- Schools--by organizing better use of technical centers and involving the private sector
- Private Sector--by demanding a better product from schools, expanding cooperative education, and rebuilding industrial bases

How Will Youth Change, in Terms of Interests and Priorities?

The single largest group of responses centered around an expectation that youth will be more pragmatic, more interested in obtaining marketable skills, more interested in receiving education and training, more serious and/or more conservative.

A few who responded here also said that minorities will be increasingly isolated from the mainstream, from employment opportunities, and/or from realistic expectations.

Several respondents felt that all youth or some youth will become disillusioned and hostile. This group predicts that the hostility will manifest itself in riots.

Part Two

Education and Training

This chapter summarizes responses by the education, public and private sectors to education and training issues. Topical questions asked of the education sector--representatives of state departments of education, local school districts, departments of vocational education, community colleges, and national education associations--centered around forecasts about the secondary schools' role in youth employment; secondary school community college linkages and collaboration, the role of private-for-profit schools, the role of community colleges in providing employment training, and how community colleges can meet private sector retraining and upgrading needs.

Representatives of the private sector, including state and national associations, were asked to comment on the role of the private sector in secondary school and community college programs.

Public sector and some other respondents commented on the future of public employment and training programs.

The education sector was asked, What do you foresee for secondary education's involvement with youth employment issues? The private sector was asked, What will be the private sector role in development of and involvement with secondary school programs?

Half the educators and a majority of the private sector respondents anticipate increased activity between the private sector and public schools. Some school representatives felt schools will have to provide the leadership in the school-to-work transition. Private sector respondents pointed to programs such as "adopt-a-school" and cooperative

education as promising areas for increasing interaction. One respondent felt that more business people will run for school boards to provide leadership. One private sector respondent did not feel that the private sector would be able to make any inroads in secondary schools.

Educators agreed that the three major youth employment issues outlined in Part One (demands of new technology for specially trained, skilled workers; youths' need for better employability training and basic education skills; and more emphasis on the school-to-work transition) need to be addressed by the education sector in the future. Most specifically forecast an increased emphasis on career and vocational education and/or employability skills.

The Wall Street Journal (September 10, 1981) recently addressed the issue of private sector involvement in training their own workers. Predictions for private sector involvement in training secondary school youth include:

- o industry will be more involved with vocational education
- o industries will develop their own employee pools by offering special courses such as computer training in local high schools

The theme word in response to this question was "collaboration." Participants envision more collaboration between the private sector, secondary schools and community colleges.

Discuss the role of community colleges in employment training, including meeting private sector training needs. What will be the private sector role in development of and involvement with community college programs?

The first question was put to educators, the second to the private sector.

Nearly all of the educators responding stated either that community colleges have a good, responsive relationship with the private sector; that the relationship will continue to improve; and/or that employers will be contracting with community colleges to train or retrain employees.

Representatives of the private sector, and one public sector member stated that the established positive relationship between the private sector and community colleges will continue to grow and/or that employers will be asking community colleges to run special programs.

In general, respondents agreed that the private sector-community college relationship is positive and will continue to strengthen. Education and private sector respondents projected upcoming activities that included employers: contracting with community colleges to offer special training, paying for employees' community college courses using a voucher system, and offering release time for employees to attend community college courses.

One person felt that community colleges have moved away from their original purpose of providing skill training and are attempting to be liberal arts colleges. One felt that community colleges have an easy time because, unlike secondary schools, they train people who already have basic skills.

<u>What will the role of the private sector be in development of and involvement with training programs outside the school system</u>?

This question was asked of four private sector participants. Three respondents expressed one or more of the following statements:

- o there will be an emerging pattern of industries offering their own training programs
- o industries will form consortia that will offer training programs

- o there will be a massive commitment by industry and labor to provide long-term education and training programs
- o industry will offer better training programs to attract employees as the demand for workers grows

One respondent claimed that AT&T has 30,000 employees in a classroom each day and that AT&T spends $1 billion each year on education and training.

The Wall Street Journal (September 10, 1981) also predicts that both labor and industry will be increasingly providing their own training. The writer suggests that because of a shortage of workers, on-the-job training will be part of the recruitment effort:

- o industry will recruit more workers with lower qualifications and train them
- o industry and labor will promote apprenticeship programs
- o industry will be interested in combining on-the-job training and evening community college courses

One interviewee predicted that industry will find training contracts with community colleges more feasible than offering their own programs.

What about new models for private sector training programs?

Respondents were asked if they envisioned any new models or new coalitions for private sector training programs. One respondent felt that businesses may be interested in letting an intermediary agency recruit trainees. An example would be a government agency or community-based organization targeting a group of disadvantaged youth to receive training by the private sector.

One respondent suggested a public-private board at the labor market level that would coordinate general and vocational education, apprenticeships and CETA. It would receive state and federal monies, but be owned by private sector members. These would be effective because the private sector would be "owners," not advisors.

There was a feeling by some respondents that many businesses will be interested in letting government assist in directing recruitment and subsidizing programs, but that training should be conducted free of government intervention.

What Will Happen to Public Training Programs

Another aspect of the question of employment and training is determining what role the private sector will play in public training programs. Most of the respondents who were questioned about CETA reauthorization felt that an employment and training program for youth will certainly be passed by Congress in 1982. Indeed, testimony by Sen. Dan Quayle (R-Ind.) before the Senate Committee on Labor and Human Resources in November contains a number of specific references to youth. Favorable comments by Sen. Orin Hatch (R-Utah) and Sen. Edward Kennedy (D-Mass.) indicate strong bipartisan support.

Several participants responding to either the question on the future of federally sponsored youth employment programs or the question on the future role of private industry councils (PICs) addressed the issue of the private sector role in public training programs.

A couple of the respondents suggested that the federal government will spend more effort on subsidizing the private sector to provide their own training programs.

Most private sector respondents did not volunteer comments about involvement with public sector training.

What is the Future of Private Industry Councils?

All state and local government representatives and a few other interviewees were asked to predict the future of Private Industry Councils (PICs). The comments concerning the role, future and workability of PICs were varied. One or more of the respondents expressed at least one of the opinions below:

- PICs will be stronger
- PICs will wane with CETA
- PICs are only advisory, have no real power
- the structure of PICs will be a model for other, more effective organizations
- PIC members will be recruited from those who have been uninvolved with and have no concept of the mission of public agencies. Their lack of experience and antagonistic relations with professions in public agencies will handicap public programs

Comment on the future relationship between secondary schools and community colleges (Respondents are educators)

There was unanimous agreement that collaboration between secondary schools and community colleges will be enhanced. Respondents anticipate that more high school students will be taking classes in community colleges and that high schools will be contracting with community colleges for special training services.

Two cautionary notes were sounded: Two respondents felt that secondary schools have an obligation to better prepare youth in basic skills before they enter a community college.

The second caveat concerns unresolved funding issues: How will funds be shared when a student attends community college in conjunction with secondary schools? How much will high schools suffer financially when

their students "drop out" to attend community college? One respondent indicated that this issue would be resolved by the state legislature, another felt schools will be able to arrange their own cooperative contract agreements.

What is the future of proprietary schools?
(Respondents are educators)

Four educators and two other participants responded to this question. There was near unanimous agreement that private vocational and technical schools have a bright future. The major problem noted was their expense. The potential for proprietary schools to draw students away from public schools was mentioned. One respondent felt that as private training schools are increasingly viewed as more effective and more accountable than public schools, local governments will decrease funding to public schools and establish training contracts with private schools instead.

Part Three

Government Issues, Government Responses

This chapter discussed issues specifically affecting state, local and federal government. Representatives of federal, state and local government were asked a series of questions on the future of public youth employment programs and the effects of block grants. Government and private sector representatives were asked about the future of economic and tax incentives to stimulate youth employment. This section reviews and compares the responses in three topical categories. The first category includes the responses of federal government representatives to questions on the future of federally funded youth employment programs, and changes to be expected in the Office of Youth Programs of the Department of Labor and in CETA. The second section reviews the responses of state and local government representatives to questions on the effect of block grants. The third section records and compares the responses of representatives from federal, state and local government and the private sector to questions about the future and effectiveness of economic and tax incentives.

In light of federal cutbacks, what federally sponsored youth programs will remain?

In terms of federal programs, the major issue is predicting the future of CETA. Congress will debate the reauthorization of CETA in 1982. Congressional aides reported that Senators Kennedy and Quayle are expected to introduce bipartisan legislation regarding the reauthorization in spring 1982.

The proposed legislation is expected to provoke heated debate and the respondents felt it is too early to predict the outcome. One issue

mentioned as likely to be controversial was determining who will be targeted to receive services. However, four of the five responding to the above question felt that the idea of federally financed youth employment and training has strong bipartisan support in Congress. Government representatives feel that the root problems for youth and adults that CETA was addressing still need to be faced.

Predictions of support from the Administration are a different matter. Several respondents complained about the lack of attention and lack of direction in the Administration's youth policy making. They cited examples of indications such as:

> a member of the President's Council of Economic Advisors, William A. Niskanen, was quoted as saying, "For the most part, we're getting out of the training business" (Newsweek, November 23, 1981, p. 90).

One respondent claimed that in the face of the Administration's lack of interest and leadership, the Office of Management and Budget would become policy makers. In fact, the December 7, 1981 Oregonian reports that the OMB has proposed "new Labor Department cuts that would all but wipe out the federal government's manpower training programs . . . (that) help . . . black and Hispanic youth and unskilled workers gain skills needed to compete in the job market." ("Proposed Cuts by Budget Office Target Job Training Programs," A9.)

Two respondents stated that most federal training programs "are dead" as the U.S. Department of Labor Office of Youth Programs is currently suffering from drastic, potentially fatal budget cuts.

In contrast to the prediction of several respondents anticipating a future for summer job programs and the Job Corps, the Oregonian (December 7, 1981) notes:

A few weeks ago, the Labor Department proposed that the level for fiscal 1983 be set at $3.433 billion, wiping out the summer youth job programs and the existing training programs under the Comprehensive Employment and Training Act, and cutting back special training programs for Indians and migrants, the Job Corps, and the community service job program for older Americans.

While killing most of the CETA programs, the Department did propose a new, smaller, private sector business-labor training program under which "consortia of private sector employers and organized labor" would provide job training to targeted groups.

The December 19, 1981 Oregonian reports:

President Reagan wants to abolish what remains of the CETA job program--including the popular summer youth project--and replace it in 1983 with a lower-cost system of grants to states, administration sources said Friday . . . .

Among the casualties would be the $800 million summer program for youths, which this year provided about 800,000 part-time jobs for young people and has been a favorite with Congress . . . .

If Congress approves the budget proposals, $1.8 billion would be spent on a new program of grants that would be distributed to the states. They, in turn, would provide money to private businesses and labor unions to provide on-the-job training needed for unemployed people

How will block granting affect the policy-shaping roles of state and local government?

Those responding to this question included state and local government representatives and two other participants. Two or more respondents stated one of the following opinions:

- the struggle for funding brought on by the use of block grants will ignite great competition between: state and local governments, and/or between the legislature and the governor, and/or between programs, and/or community-based organizations
- state and local governments will receive the impetus needed to integrate more programs and weed out ineffective ones, and/or they will become more accountable to their local communities
- the governors and state legislatures will become stronger policy makers

One person felt that there would not be any competition in administering block grants in his state. Community groups, coalitions and agencies that have traditionally worked well together would continue to do so.

The strongest feeling about the effects of block grants was one of uncertainty. Most respondents simply said that states and municipalities would play a larger role.

Representatives of the federal, state and local governments, and private sector were asked the following questions:

Do you anticipate that the Congress or your state legislature will enact economic or tax incentives to stimulate youth employment?

Respondents were given as examples the targeted job tax credits (TJTC) and subminimum youth wage and were asked if they anticipate any new measures.

- Targeted Job Tax Credit--most respondents commenting on TJTC felt that it is not of interest to business. Comments included: it's too cumbersome, and businesses don't want to be told whom to hire. A couple of respondents said that it is of interest to some groups, and its effectiveness is still being explored.

- Subminimum Wage--As noted in Part One, several respondents felt that discussions on implementing subminimum wage would still exist. Implementation of a subminimum wage was not favored by most respondents.

- New Incentives--Several respondents predicted that other types of tax incentives will be legislated. Among those suggested were:

  -- special loan funds for small business consortia to provide training

  -- special loan funds on the order of college loans for youth to study in a skill-training program

  -- expansion of tax write-offs to encourage businesses to build and share training facilities

The ties between economic development planners and education agencies will need to become closer at the state and local levels, if Oregon is any indication. One school superintendent reported an intensive visit by an electronics firm before the manufacturer moved to that locale.

Conclusions

> It will be a decade of dramatic demographic, geographic and educational realignment. And, it will be painful. (Newsweek, November 23, 1981)

Projections of the youth employment picture in the 1980s must consider several related and interactive factors. Youth employment must not be viewed in a vacuum but as a component of an economical and political picture that includes the issues of general employment, social welfare, and the economcy.

The United States, like many Western nations, is experiencing an economic recession and a spiraling unemployment rate. The economic picture will certainly affect youth opportunities in the labor market. Great Britain suffered serious youth riots provoked by their high unemployment rate last year, and several participants in our study predicted similar riots in the United States in the next two years.

The election of 1980 swept in more new conservative leaders at every level of government. Many of these officials consider their election a mandate to cut back government sponsored educational and social services and to provide local governments autonomy in designing and implementing their own programs. The combined impact of the economic situation and the political climate has widespread implications for employment and training programs. Communities may vary widely in the types of services they choose to offer. Funds are being slashed even from programs that have proven their effectiveness. Budgets are being cut in popular community college programs as well as controversial public training projects.

Experts disagree in predicting the state of the economy, even in the near future. The political climate may, or may not, alter with the elections of 1982 and 1984. Richard Wirthlin--pollster for the White House, or the Republican National Committee, and several Republican governors--recently warned that rising unemployment and concern for social issues including "employment training for the unskilled" may influence the 1982 Congressional elections. (Oregonian, November 24, 1981)

The United States is entering a technological revolution guaranteed to change the worksite and the basic skills required in the job market. Experts anticipate that for many workers this revolution will force geographic dislocation and relocation. The psychological and sociological ramifications are outside the scope of this paper but are surely being discussed in analyses of the employment situation.

The professionals who participated in this study have a special interest in and knowledge of the problems youth face in the labor market. Their analyses and predictions reflect special interests and must be viewed in the political and economic context discussed above.

Meeting the needs of minority youth, providing training in basic and employability skills, and aiding school-to-work transition were concerns shared by participants. In responding to specific questions, some participants suggested topics, recommendations or predictions which should be further explored. They are outlined below.

Federal Programs

Speculation included:

- the CETA and the Vocational Education Act, both of which are up for reauthorization, will be combined in some form

- parts of the Carter Youth Initiative will be passed in the reauthorization of CETA

State Programs

Most said states and municipalities will assume more responsibility for programs. The effect of block grants was the biggest unknown. One respondent said, "Block grants can offer citizens good input opportunities or the situation can become totally out of hand." Speculation included: The federal or state government will decide that the following funds will be consolidated at the state level:

- Employment Service, Vocational Education, WIN, CETA
- Employment Service and Vocational Education

The income transfer factor will be removed from public training programs and will be dealt with as part of the social safety net.

School/Business Partnerships

Several thought school/business partnerships were a positive force and pointed consistently to the adopt-a-school program. Yet, there was no strong feeling that the initiative would come from the private sector. The potential for substantial private sector sponsorship generally met with guarded comments from both sides. Business sponsorship of training centers or donation of teachers to secondary schools was rarely raised, but everyone asked specifically about such a program liked the ideas.

Organized Labor Training Programs

One participant stated that although education and training programs are often a negotiated benefit, only 3 percent of the funds allocated are utilized by the membership. (A National Institute for Work and Learning

study found that lack of company provisions for time off or schedule adjustments are a barrier (Shore, 1980). Tight economic times may affect these benefits even more.)

The Public-Private Partnership

Representatives of all sectors suggested models of public/private partnerships to provide employment and training services. Some suggested an equal partnership, others suggested that government provide the funds and let the private sector provide training and create jobs. William Norris, Chair of Control Data Corporation, wrote recently "Government must act to make it more attractive for business to address social needs. For example, government has to say to business, 'If you'll hire this disadvantaged kid and make a commitment to take him into a career over a 10-year period, we'll share 50-50 the value of that job.'" (U.S. News & World Report, September 21, 1981).

Following are the study participants' recommendations and predictions for public-private partnership efforts:

- a public-private board that would coordinate education, vocational education, apprenticeship and CETA
- a labor market area consortium that would transcend city and county lines. The consortium would analyze the area's economic, employment and training needs
- Coalitions of businesses to set up training centers and coordinate programs
- a coalition that would train people to run their own businesses
- a statewide employment and vocational coordinating council that would be structured somewhat like the Oregon Educational Coordinating Committee

Competition for Entry Level Positions

Two respondents said there might be fewer work opportunities for youth as older workers stay on the job longer. However, some of the literature reviewed predicted that youth will have an advantage in obtaining positions that require new skills. Newsweek states, "Many companies are eager to train young workers who can give them years of service." (November 23, 1981)

One interviewee suggested that new immigrants will successfully compete against young people for entry level jobs. The National Commission on Employment Policy has made this point in several of its recent reports.

Job Creation

The question of who will create jobs was raised by several interviewees, and in the current literature. Responses varied: some noted that most jobs are created by small businesses, others stated that most small businesses fail; some predicted that political circumstances will force government to restore public service jobs; and some suggested that private sector consortia will provide direction in creating jobs. Although the term "job creation" was frequently mentioned, no one sounded optimistic that any sector will be able to meet the demand for employment opportunities.

Readings and responses indicate that training and employment for young people will be a problem at least through the early 1980s. Youth, and those who deal with youth employment, do have cause for concern. Certain aspects of the problem including severing disadvantaged and minority youth, the need for basic skills and the need for technological skill training may become major issues. While unemployment generally is bound

to be a persistent national problem, youth unemployment will likely remain consistently high as well. Even though out-of-work heads of household create immediate economic problems, urban unrest and crime and the need for a highly skilled work force in the future will keep the youth unemployment issue high on the political agenda in the months ahead.

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INTERNAL MAPPING

The focus of this chapter is the current activities of NWREL programs in the area of secondary education, and on the views of NWREL program directors as to the future trends in secondary education.

To determine each program's involvement in the field of secondary education, interviews were conducted with program directors throughout the Laboratory. Through these interviews, it was determined that programs could be placed into one of three categories as follows:

1. little or no direct involvement with secondary education
2. direct involvement with secondary education as part of a broad program scope that includes both secondary and other educational levels
3. primary focus of program is with secondary education

Each program's placement in one of the three categories is shown in the table below:

Little or no direct involvement	Secondary education as part of broader programmatic scope	Secondary education as primary programmatic focus
Rural Education Program	Dissemination Services	Goal Based Education Program
Project for Women and Minorities in R&D	Computer Technology Program	Education and Work Program
Research on Evaluation Program	Indian Reading and Language Development Program	Alaska Telecommunications Program
Title I Technical Assistance Centers	Multicultural Inservice Training Program	
Centers for National Origin and Race Equity	Regional Research and Development Services Program	
Instructional Films Project	Audit and Evaluation Program	
Center for State Studies	Center for Sex Equity	

Programs with Primary Focus on Secondary Education

Goal Based Education Program: Virtually all of the efforts of this program are directed toward secondary schools. The primary goal of this program is to collect information on good practices in secondary education and disseminate to other secondary school educators. The major focus of the program is improvement on instruction, with an emerging emphasis on the management of instruction.

Education and Work Program: This program was instrumental in the development of the EBCE model, and has continued to work with secondary schools in its implementation since its original development beginning in 1971 and 72. Although EBCE is a major part of the program, it has devoted considerable attention to a number of other related topics, including:

School/CETA relationships

Work with Community Colleges

Women in Non-traditional Careers (WINC)

Vocational Education Programs

Alaska Telecommunications Program: This program has developed six full year courses for rural Alaska High school students in grades nine and ten. The courses use a multi-technology approach with computers, audio tapes, printed matter and human resources strategies. The six courses already developed include: Alaska history, English, Developmental Reading, General Math, U.S. History, and General Science. Two one-semester courses in consumer Education and Health Education are currently being developed. Designed for rural schools in Alaska, these programs are highly individualized, and designed for the students to use at their own pace.

Programs Where Secondary Education is Part of a Broader Programmatic Scope

Dissemination Services: In the information center, thirteen of 83 computer searches conducted in the past six months related directly to secondary education. Three were conducted for outside individuals or groups, and the other ten were conductd for NWREL staff members. In addition, many of the searches conducted by the information center deal with subjects such as curriculum development, where secondary as well as elementary education is included.

Other parts of the Dissemination Services Program have worked directly with secondary schools on a number of individual programs such as curriculum development, preparation of literature syntheses such as the one recently completed on Early Adolescent Education for the Oregon City School District, worked with state departments of education on problems of secondary education directed toward the state departments, and the Hawaii Leadership and Development project whose primary audience is school principals, both elementary and secondary.

Computer Technology Program: This program's involvement with the use of computers, particularly micro's, in the field of education impacts both the secondary and elementary level. In addition to its Micro-sift clearinghouse for instructional software, the program is working with the Department of Defense in the development of a computer specialist for the Multnomah County ESD.

Indian Reading and Language Development Program: Although the materials developed by this Program only reach to the sixth grade, program staff receive many requests for information about curriculum materials both for and about American Indians at the secondary level as well as the elementary level.

Multicultural Inservice Training Program: This program develops materials to help teachers understand and teach multicultural ideas. Although the primary focus to date has been elementary schools, the materials are developed for use in grades K-12.

Regional Research and Development Services Program: This program provides problem clarification services to school districts on a request basis. Some of the requests deal with secondary education. In addition, the program provides services on a contract basis to school districts. Many of these services deal with issues not addressed by other programs in the Laboratory, and deal directly with secondary education such as the recently completed study of the costs of activities and programs in seven high schools in Washington. Other work dealing with educational specifications for buildings, enrollment projection studies, and transportation studies impact the entire school system. This program also manages the technical assistance contract for fourteen basic skills programs in the west, of which three are secondary oriented, and two more have a K-12 focus.

Audit and Evaluation Program: This program provides third party evaluation services on a contract basis. Some of the projects it evaluates are at the secondary level, while others cover the entire K-12 range. In addition, the program has recently done a considerable amount of work with community colleges.

All program directors were also asked what they saw as the trends of the future in secondary education. All of them mentioned technology as one of the future trends. Some indicated that schools need to develop curriculum to take advantage of new technology such as the micro-computer, and others mentioned that schools will need to do a

better job of providing students with the skills to survive in an increasingly technological society. Many mentioned the increasing gap between the skills that high school graduates have, and the skills needed by business and industry. Other comments made by program directors included the following:

Need to find better uses for testing, and better measurement techniques

Teachers need help in evaluating their programs and improving them based upon that evaluation

Need to define what are effective practices

Find ways to provide the same levels of service with fewer dollars

Develop standards for graduation

Emphasis on change in schools will focus on small slow change, and not rapid acceptance of radical suggestions

Continued focus on Basic Skills instruction

Improvements in administrator training, particularly in the areas of instruction and curriculum

The increasing role of community colleges in the education of youths

Gifted and talented program

Effective methods of staff development

School finance concerns